



DEPARTMENT OF THE NAVY

COMMANDER

UNITED STATES NAVAL FORCES, EUROPE

PSC 817 BOX 70

FPO AE 09622-0070

3000

Ser 00/U-05-1500

20 Dec 05

From: Commander, U.S. Naval Forces Europe
To: Distribution

Subj: COMMANDER, U.S. NAVAL FORCES EUROPE GUIDANCE FOR 2006

Ref: (a) COMUSNAVEUR ltr 3000 Ser 00/U-04-601 of 1 Dec 04
(b) COMUSNAVEUR 231100ZMAY05

Encl: (1) COMUSNAVEUR Strategic Priorities and Effects

1. **PURPOSE.** This guidance is intended to provide my:

- a. Vision for this command.
- b. Guiding principles.
- c. Strategic priorities and objectives.
- d. Views on the execution of my vision.

2. **BACKGROUND.** As Commander, U.S. Naval Forces Europe, I am responsible for executing the vision and achieving the strategic objectives of the National Military Strategy, Commander, U.S. European Command (CDRUSEUCOM) and the Chief of Naval Operations (CNO). The intent established in references (a) and (b) continues to provide a clear strategy to support these objectives and remains in effect.

3. **U.S. NAVAL FORCES EUROPE VISION:** My vision for Naval Forces Europe is that it will strengthen its position of maritime leadership in the promotion of peace, stability, and security in Europe and Africa. To this end, I envision:

- a. Theater air and sea lanes open, free, and transparent for the unimpeded movement of international commerce.
- b. Enduring and emerging partners provide access to facilities, infrastructure, and territorial waters in support of U.S. objectives.
- c. Increased maritime capacity and stronger cooperation among all maritime forces in the region, focused on forging new partnerships among countries to the "South and East" in our theater of operations.

Subj: COMMANDER, U.S. NAVAL FORCES EUROPE GUIDANCE FOR 2006

d. Enduring transatlantic and NATO naval and air relationships that remain strong, relevant, and focused on shared strategic priorities.

e. More productive relationships with the Russian and Ukrainian navies.

f. U.S. Naval Forces ready to dominate the continuum of warfare in and from the maritime domain.

4. **GUIDING PRINCIPLES.** The following principles will guide our efforts and become part of our culture:

a. **Pursue Alignment**

(1) The alignment of any organization is the degree to which its resources, communications, and processes support its vision and mission. I cannot stress enough the importance of proper alignment to the success of our efforts. We must be aligned in the application of finite resources. We must ensure that every process we follow is effective and efficient, geared to support the effects we wish to achieve. In short, everything we do, everything we say, and everything we spend - in terms of our time, talent, energy, and dollars - should advance our mission and support our priorities. That is alignment.

(2) Though simple in concept, alignment can be difficult to attain in daily execution. We will continue a concerted effort to achieve alignment, identifying where we are misaligned and implementing prompt corrective action. We will task-organize our staff to better focus personnel and their work on critical requirements. We will tailor processes and procedures to become more efficient. And we will abide by well-defined command relationships and communicate well within them to achieve mission success.

b. **Commit To Change**

(1) Our nation remains at war, fighting an elusive transnational enemy whose close observation of our tactics, techniques, and procedures drives rapid adaptation in their own. We must be more agile, more flexible, and bolder in responding to a dynamic strategic environment. This demands that we rapidly identify and close seams in our defenses, as well as take advantage of fleeting opportunities to project our positive influence in place of the insidious campaign of hatred and violence pursued by our adversaries.

Subj: COMMANDER, U.S. NAVAL FORCES EUROPE GUIDANCE FOR 2006

(2) The desire to gain every possible strategic advantage motivates our efforts to transform our organization and operations. We must become more expeditionary and shift our focus south and east to address nascent security challenges.

c. Trust in jointness and coalition contributions

(1) We do very little anymore as a solitary service at sea. The days of Navy ships sailing over the horizon to do battle disengaged from their sister services or coalition partners are long gone. The future of national and international security lies in sustained cooperation and contributions of the full range of interested partners, be they joint, interagency, governmental, non-governmental, and from formal alliances, ad hoc coalitions, and emerging partner nations. Navy Europe brings unique maritime and expeditionary warfighting capabilities to the larger joint and coalition effort.

(2) Trust is an important element in the execution of joint operations. Human nature compels a reluctance to trust in something we do not directly control. We will overcome this tendency and build trust with our sister services, CDRUSEUCOM, interagency organizations, and our enduring and emerging partners through frequent communication, coordination, and a demonstrated understanding of our partner's point of view.

d. Manage Risk

(1) Managing risk is central to effective leadership. We should neither run from nor heedlessly toward it. Managing risk should be a continuous and developing process that permeates - but does not dominate - our daily lives. We will balance risk against potential return. When done well, risk management encourages flexibility, innovation, and a spirit of measured boldness. It spurs us to find the best course, not the safest one.

(2) I am not afraid of risk. My approach to risk taking is active, not passive. I challenge each and every leader to assess risks and then take prudent actions, balancing what could go wrong with potential returns. Remember that the risks we incur by our actions are far less severe than those we incur by a habit of inaction.

Subj: COMMANDER, U.S. NAVAL FORCES EUROPE GUIDANCE FOR 2006

e. Apply Effects Based Thinking

(1) Infusing the concepts of Effects Based Operations (EBO) represents a new way of thinking about our business. It has changed the way we plan, execute, and assess our missions. We must become an effects based organization in everything that we do. We will abandon pre-conceived notions about what we have traditionally done and plan first with the end in mind. We will move away from measurements of inputs and activity (how much effort we apply or how many times we do something) and focus instead on measures of effectiveness, assessing the degree to which the activities we undertake are achieving the specific effects (enclosure (1)) we seek. We will identify the desired effects associated with operations, exercises, and every other activity we perform, assess our results as a matter of routine, and redirect our efforts when necessary.

(2) We will incorporate measures of effectiveness into a process of periodic review of our progress. We will integrate the allocation of resources, measurement of progress, and accountability for achieving results into a comprehensive command management plan. We will be mindful of opportunity costs and ask ourselves the penetrating questions that reveal the true purpose and costs of our activities. *We must ask why do we perform a particular function? What are we achieving as a result? Is it worth the effort and resources? What would happen if we stopped doing it?* If the answers are not aligned with our priorities, then we must change the activity or cease doing it altogether. I expect the full and uncompromising support of all of our leadership in this approach, and look forward to working with you in this pioneering effort.

5. **STRATEGIC PRIORITIES AND OBJECTIVES.** The following are my top five strategic priorities, each with supporting objectives:

a. Develop Leaders.

(1) I believe that within each and every one of us lies the capacity to lead. Sometimes that capacity is self-evident; sometimes it must be nurtured. First among my priorities is to recognize this fact and to expend energy and effort to develop the leadership potential in every man and woman serving in Navy Europe. Nothing else we accomplish -- no other priority we pursue -- is of much consequence if we do not have sound and effective leadership in place to drive thorough planning and execution.

Subj: COMMANDER, U.S. NAVAL FORCES EUROPE GUIDANCE FOR 2006

We will achieve:

- A workplace climate that is positive, motivational, and free of discrimination, sexual harassment, drugs and the misuse of alcohol.
- An environment that fosters initiative, innovation, and original thinking.
- An environment that develops and rewards knowledge, skills, and abilities to work across cultures to forge ties with regional partner nations.
- Force protection that provides our Navy Family with safety, quality of service, and opportunities to gain an appreciation of our host nations and contribute to our local overseas communities.
- Personal development plans for every Sailor in Navy Europe that emphasizes personal and professional education.
- A transformational manpower and personnel system that incorporates the entire Navy work force - military, U.S. Civilian, and local national personnel - in alignment with the CNO's Total Navy Strategy.
- A Navy Europe that is an assignment of choice; recognized throughout the Navy as a demanding, challenging, and rewarding career option.

b. **Help Win the War on Terror.**

(1) Navy Europe is a key contributor to the joint and coalition team fight against terror in the CDRUSEUCOM Area of Responsibility (AOR) and as a force provider for U.S. Central Command. Naval forces based here provide persistent, flexible support to forces flowing in and out of the U.S. Central Command AOR, as well as a significant contribution of "below the line" forces.

Subj: COMMANDER, U.S. NAVAL FORCES EUROPE GUIDANCE FOR 2006

(2) This will be a long war in the CDRUSEUCOM AOR, affecting and involving generations to come. In the short term, we must concentrate on protecting the force and denying terrorists the use of the Navy Europe battle space. Furthermore, we must stay committed to building emerging partners' maritime capacity and capability while positively shaping the environment "South and East" to deny terrorists sanctuary and freedom of action.

We will achieve:

- A Navy Europe that is agile and flexible to place all those who wish us ill at risk.
- A Navy Europe that counters factors of instability that could contribute to the spread of transnational terrorism, filling voids in regional security with our long-term approach that stresses the development of indigenous maritime capacity.
- Integrated operations with joint, NATO, interagency, allied, coalition and non-governmental partners whenever and wherever possible to disrupt/dissuade terrorist use of the sea.

c. Accelerate Navy Europe Transformation.

(1) We operate at the "nexus" among CDRUSEUCOM, CNO and NATO transformational strategies aimed at producing more agile, responsive, technologically advanced joint and combined expeditionary forces. Our goal is to build the right Navy Europe for a new era. Through transformation, we seek a Navy Europe based on capabilities that determine a balanced force structure, distributed and networked operations, comprehensive maritime domain awareness, cooperative engagement with allies and partners, and lethal combat capabilities.

(2) One of our main lines of transformational effort is focusing our limited resources where they can do the most good, such as in unstable areas that have potential to be hotbeds for terrorist recruiting. Our organizational compass must be focused "South and East." It is imperative that we transform Cold War paradigms and infrastructure to concentrate our efforts and resources where they count most.

Subj: COMMANDER, U.S. NAVAL FORCES EUROPE GUIDANCE FOR 2006

We will achieve:

- A Navy Europe that is expeditionary, supports my effects and priorities, and focuses our resources "South and East."
- A Navy Europe of aligned activities, forces, shore installations, people, infrastructure, and forward training and operating sites.
- Command structures that are agile, expeditionary, and flattened to the greatest extent possible.
- Forces that are agile, expeditionary, and the proper size and mix to create maritime capacity and capability with our emerging partners, deter our adversaries, and defeat our enemies.
- An environment that advances naval operational concepts tailored to our regional focus "South and East," such as Sea Basing, the Fleet Response Plan, and the development of new expeditionary capabilities to support theater engagement plans.
- Opportunities for new concepts and technology insertion in all we do to include the NATO Response Force, as well as joint, national, and multi-national exercises.

d. **Strengthen Enduring and Emerging Partnerships.**

(1) Victories in the War on Terror will be won because we have executed the right mix of diplomacy, information, military, and economic activities. We will continue to pursue proactive theater security cooperation efforts that foster commitments to regional stability, advance multinational coordination and teamwork, and deter potential adversaries.

(2) Our maritime presence will be versatile enough to demonstrate non-threatening outreach to our partners and overwhelming military superiority and unflinching determination to those who wish us ill. We will represent hope and

Subj: COMMANDER, U.S. NAVAL FORCES EUROPE GUIDANCE FOR 2006

empowerment to our friends and credible deterrence to would be adversaries. Navy Europe will help regional partners increase their maritime capacity and domain awareness within their territorial waters and economic zones.

We will achieve:

- A collective security environment that relies on open sharing of information between partners to build trust and confidence.
- Strengthened and expanded multi-national maritime partnerships that serve as enablers to interagency and other component efforts.
- Development of new and innovative ways to engage emerging partners.
- Expanded international security cooperation by assisting emerging partners to build maritime capacity and capabilities.
- Emerging partners with professional military services, tailored for their needs and resources, and closer to democratic norms for civil-military relations.
- Implementation of a comprehensive naval security cooperation strategy that supports CDRUSEUCOM and CNO theater security cooperation strategies, and complements NATO cooperative efforts. We will execute Navy Europe Regional Campaign Plans for:

Gulf of Guinea

Black and Caspian Seas

Atlantic/North Africa

Russia

Subj: COMMANDER, U.S. NAVAL FORCES EUROPE GUIDANCE FOR 2006

e. Sustain Supremacy at Sea.

(1) Free and open air and sea lanes will stay that way if we continue to exercise maritime leadership. The ability of sovereign nations to use the sea for peaceful purposes and protect their citizens from attacks from the sea is the core of our mission and is assured by our supremacy in all areas of naval power.

(2) In keeping with our role as the naval component of U.S. European Command, we will maintain our ability to project persistent and flexible combat power ashore.

We will achieve:

- Integrated maritime operations with our enduring and emerging partners based on NATO-like standardized procedures.
- The smooth flow of Naval forces via the Fleet Response Plan (FRP) including new tools for theater engagement.
- Full maritime domain awareness (MDA) of the Mediterranean and Atlantic areas, and increased MDA in the Gulf of Guinea. We will pursue a new model for MDA through the proliferation of Automated Identification System (AIS) and linked coastal radar sites, information sharing at the unclassified level, and incentives for nations to participate in a regional MDA network.
- Effective employment of U.S. Coast Guard in operations to achieve maritime safety and security for emerging partner nations.
- More integrated and more capable SOF and EOD force capabilities.
- Leverage the Navy's Active-Reserve Integration Plan. We will continue to employ the many skills resident in our affiliated Naval Reserve personnel.

Subj: COMMANDER, U.S. NAVAL FORCES EUROPE GUIDANCE FOR 2006

6. **EXECUTION**

a. The Navy Europe organization remains at the leading edge of change. We have achieved much over the past year. I charge each of you to challenge assumptions, seek new opportunities, and be bold in pursuing our objectives.

b. We have developed standing effects and measures of effectiveness to achieve our vision of Navy Europe. Leaders are to use these effects as the foundation for building plans and executing task orders. I challenge every leader in Navy Europe to identify the specific effects in your area of expertise that align with our strategic objectives, and to focus your efforts on the right mix of tools and activities to achieve these effects. We will refine our effects, activities, and measures of effectiveness as a matter of routine throughout the year.

c. As you go about executing this guidance and applying your many talents to the challenges ahead, be mindful that you are part of an organization that prizes freedom, democracy, and the rule of law. Never lose sight of the fact that we exist to promote stability and project combat power in support of our national interests. Our renewed focus on transformation, alignment, and effects is simply an effort to do this in a more rapid, expansive, and efficient manner. I am honored each day to serve as your Commander and look forward to working with you in this noble endeavor over the course of the next year.



D. ULRICH

Distribution:
CNE-C6FSTAFFINST 5216.1
List I-IV

Copy to:
CNO
CDR USPACOM
COMFLTFORCOM
COMPACFLT
COMSECONDFLT
COMUSEUCOM
COMUSAFE
COMUSAREUR

COMMANDER NAVAL FORCES EUROPE STRATEGIC PRIORITIES AND EFFECTS

1.0 Develop Leaders

- 1.1 Personnel live, promote, and uphold the Navy's core values of honor, courage, and commitment.
- 1.2 Personnel recognize opportunities, weigh risks, seize the initiative, and take decisive action to accomplish the Commander's Intent.
- 1.3 Personnel excel at leading change in an unpredictable environment.
- 1.4 Personnel develop and empower a situationally aware, team-oriented, diverse workforce.
- 1.5 Personnel are effective and efficient stewards of resources within their sphere of influence.

2.0 Help Win the War on Terror

- 2.1 Terrorists are unwilling or unable to use the maritime environment as a venue or enabler.
- 2.2 Terrorists are unwilling or unable to attack U.S., Allied or Partner Nation maritime assets.
- 2.3 U.S., Allied and Partner Nations develop capability and capacity to deter, deny and disrupt terrorism.
- 2.4 U.S., Allied and Partner Nations counter proliferation of CBRNE weapons and proscribed delivery systems and technologies.
- 2.5 Populations do not act on or support terrorist ideology.
- 2.6 Terrorists are unable to operate at the transnational level.
- 2.7 States diminish systemic factors that allow terrorism to thrive.

3.0 Accelerate Navy Europe Transformation

- 3.1 U.S., Allied and Partner Nations enhance interoperability and sustain political support with emerging and enduring partners in an expeditionary manner South and East.
- 3.2 U.S., Allied and Partner Nations have the capability and capacity to operate in multilateral activities.
- 3.3 Infrastructure and capability is aligned for operations and engagement South and East.
- 3.4 U.S. develops/sustains the capability and capacity for Maritime Leadership and Supremacy at Sea South and East of Europe.

4.0 Sustain Supremacy at Sea

- 4.1 Allied and Partner Nations support U.S. maritime operations.
- 4.2 U.S., Allied and Partner Nations maintain and improve maritime safety and security.
- 4.3 U.S., Allied and Partner Nations develop and share information to enhance maritime domain awareness.
- 4.4 U.S., Allied and Partner Nations maintain open air, sea, and information lines of communication.
- 4.5 U.S., Allied and Partner Nations improve interoperability.
- 4.6 U.S., Allied and Partner Nations develop/sustain maritime supremacy capability and capacity.
- 4.7 Commander Naval Forces Europe-Commander US SIXTH FLEET led Joint Task

Force (JTF) and Joint Force Maritime Component Commands (JFMCC) synchronize and integrate successful maritime based operations in a joint, interagency, and multinational environment.

5.0 Strengthen Enduring and Emerging Partnerships

- 5.1 States provide access to U.S., Allied and Partner nations for Security Cooperation activities.
- 5.2 Energy, shipping, trade and other private interests assist in maritime security operations and information sharing with U.S., Allied and Partner nations.
- 5.3 U.S., Allied and Partner Nations develop and share information to enhance situational awareness.
- 5.4 States openly cooperate with U.S., Allied and Partner nations to deny/disrupt/deter terrorists and those who support terrorism.
- 5.5 Allied and Partner Nations foster socio-politico-economic stability through responsible governance.
- 5.6 U.S, Allied and Partner Nations ensure maximum joint and interagency coordination and cooperation.